DOCUMENT RESUME

ED 091 549 CE 001 320

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TITLE Jail Management. Book 6: Jail Planning.
INSTITUTION Bureau of Prisons (Dept. of Justice), Washington, D.C.; Wisconsin Univ., Madison, Univ. Extension.
SPONS AGENCY Law Enforcement Assistance Administration (Dept. of Justice), Washington, D.C.
PUB DATE 73
NOTE 44p.; For related documents, see CE 001 315-319
AVAILABLE FROM Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 (Stock Number 2705-00017, $0.75)

EDRS PRICE MF-$0.75 HC-$1.85 PLUS POSTAGE
DESCRIPTORS *Building Design; Building Improvement; Community Involvement; Community Support; Correctional Rehabilitation; *Corrective Institutions; Courses; *Facility Planning; *Institutional Administration; *Institutional Facilities

ABSTRACT

The course is for independent study by jail officers who must learn that, in addition to their rountine tasks, they must be prepared to be well-trained, responsible professionals, making important decisions and avoiding the mistakes and disproven beliefs of the past. The jail administrator must continually wrestle with the problems of conflicting priorities, limited funds, deficient facilities, and a limited, often ill-trained jail staff; he must find ways to develop his jail as a progressive institution sensitive to the community's needs. Book 6 was designed to alert the jail administrator to the kinds of problems which are encountered during jail planning stages and to the most productive planning techniques. An eight-page case study is presented, designed to be instructive to those faced with the need for a new jail or for major renovations in a present facility. The jail administrator's responsibilities in the planning process which are discussed include: evaluating the existing facility and generating community support, suggesting possible members of a planning committee, defining the role of the jail, defining future program plans, providing jail population information, making recommendations to planners, and working with consultants and architects. A 20-item examination for the entire course in jail management is included. (SC)

Jail Management

A Course For Jail Administrators

Independent Study: Book 6: Jail Planning

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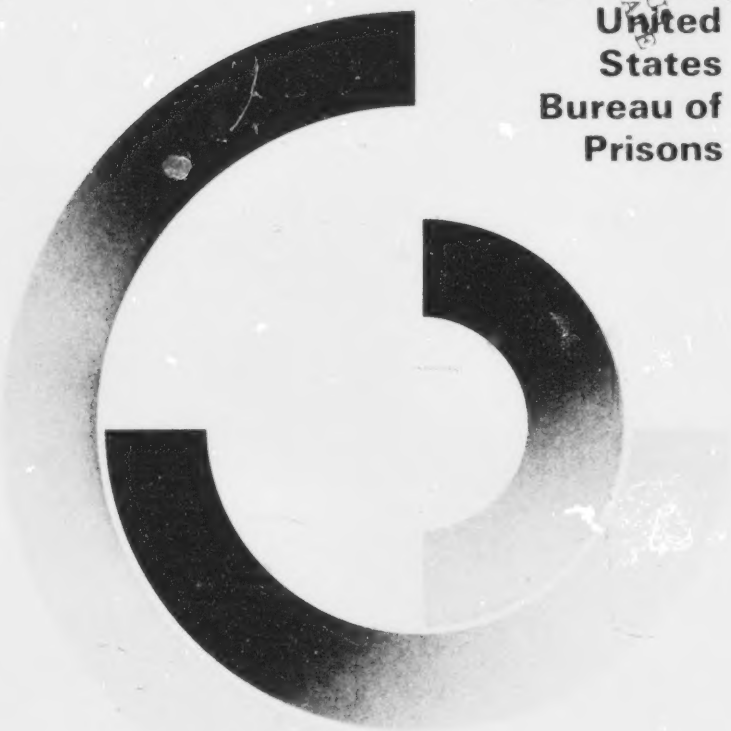

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Jail Management

A Programmed
Instruction
Course
based on the text,
The Jail:
Its Operation
and Management

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, D.C. 20402 - Price 75 cents
Stock Number 2705-00017

Developed by
Allen Howard Stumer

Department
University
Extension
The University
of Wisconsin

Published by the
United States
Bureau of
Prisons

in cooperation
with
University
Extension
The University
of Wisconsin

funded by
Grant No. 373
Law Enforcement
Assistance Administration

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Preface

This course is for jail officers. It was written to help them assume the difficult and challenging demands of jail work. The course emphasizes that, in addition to the routine tasks which officers must learn to perform in the jail, they must also be fully prepared to serve an important function for society as well-trained, responsible professionals. Much of the jail officer's job will depend on his ability to make important decisions and to avoid the mistakes and disproven beliefs of the past. The course material includes discussions of mistakes which other men and women have made on the job. It is hoped that jail officers can learn from these things and avoid making the same errors. Naturally, there can be no substitute for actual on-the-job experience. But it is hoped that by participating in this course, jail officers will be better prepared to perform in a professional, competent manner on the job than if they were required to learn only "by doing."

Alice H. Blumer
Madison, Wisconsin

Acknowledgement

The author is indebted to Captain Otis R. Lund, Sgt. Gordon J. Butler, and Deputy Edward C. Pohlman of the Dane County Jail who supplied important background details to supplement these pages and answered the author's numerous questions.

During the evaluation period, the following people devoted their time and effort to reading and responding to the material:

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Note to the Reader

This course has been developed to permit you to participate in decision making and problem solving while you proceed through the material. To participate in this type of course, all you have to do is read carefully, follow instructions and complete each section. You cannot use this course like a magazine, that is, opening at the middle and flipping through the pages. It is very important that you *begin at the beginning* and read all the material. You will see that, throughout the course, when you read some material, you will be asked to respond to written questions and then check your answer by comparing it to the printed answer appearing on the following page. In some sections, you will be asked to read a case study and then formulate solutions to problems presented in the study. Do not hesitate to write in the book whenever you are asked to, and, if you are having any difficulty, simply re-read the pertinent material. It is strongly recommended that, whenever possible, you talk to at least one other person about the material in the case studies as they relate to local conditions and problems. (Naturally, a classroom discussion with other jail administrators would be ideal). If you do this, it is inevitable that the material will become more relevant to both of you and will be more useful to you in your work. We think you will enjoy learning in this manner, and hope that you will finish the course with a feeling of pride in your profession and confidence in your ability to function as a competent jail administrator.

BOOK SIX:
JAIL PLANNING

INTRODUCTION

The Philadelphia Detention Center is one of the few jails in the country which was planned to hold unsentenced persons only. The institution, opened in 1963, was the result of a planning effort which was begun in 1951 when a Study Advisory Committee was appointed to make a study upon which the institution could be designed. The planning and eventual use of the Center make an interesting case study. For it is clear that, in spite of the time and effort which went into the planning of this institution, some serious deficiencies appeared within a short time after the facility went into operation, in some cases because the planners' recommendations were not followed, in other cases because planning efforts overlooked some important considerations. The case study and the chapter which follows can be particularly instructive for the jail administrator who is faced with the need for a new jail or for major renovations in his present jail.

When you have completed this chapter, you will not be prepared to single-handedly plan a new jail; this chapter was not designed for this purpose. In most jurisdictions, the jail administrator is not expected to do all the planning; he is expected to function as an important member of a planning team. This chapter will alert you to the kinds of problems which are encountered during jail planning stages and to the most productive planning techniques. It is expected that you will use these suggestions whenever you are called upon to participate in the jail planning process. If you do, you will increase the chances of producing a jail which fits the needs of the community as well as the needs of prisoners and jail personnel.

The case study which appears on the following pages was excerpted from *The Philadelphia Detention Center—An Evaluation After Four Years of Use* by Frank Loveland, Director, The American Foundation Institute of Corrections, June 1968.

• Case Study—Philadelphia Detention Center

In July 1959, a comprehensive report was published by a 23-man committee which had been appointed by the Mayor of Philadelphia to make recommendations and plans for the proposed Philadelphia Detention Center. The committee was assisted by the Fels Institute of Local and State Government, University of Pennsylvania. Some of the most important recommendations of this committee were:

1. The institution be constructed specifically for adults pending trial and hearing, except for a few small categories such as probation violators, persons awaiting extradition, etc.
2. The capacity of the facilities be planned initially for 900 prisoners, but should be expansible to accommodate about 20 percent more by 1980. Of this capacity, 50 should be for females, 20 for juveniles not confined elsewhere and 40 for sentenced male prisoners used for maintenance services.
3. The major objectives and features of the institution's program were to include limited educational services, a full program of recreational activities, both indoor and outdoor, housekeeping and maintenance activities to be handled primarily by detainees, counseling programs, a medical program to be limited to caring for the health of detainees while in detention, and religious counseling and worship services.
4. Approximately 70 percent of the detainees were to be accommodated in dormitories and 30 percent in single cells or rooms.
5. The institution plan was to be of horizontal rather than vertical construction (i.e., buildings of no more than three or four stories rather than multi-story buildings requiring movement of population by elevators.)
6. The institution was to be so located as to afford maximum accessibility to the agencies and persons directly involved, particularly the courts and attorneys. (Five sites were mentioned and it was urged that the present site, near the House of Correction, should be considered only as a last resort, since it is far removed from the police, judicial and legal agencies.) It was estimated that a site of approximately eight acres would be required.

LOCATION

An important recommendation of the committee which was not followed was the selection of a site for the institution. The committee had set a major objective in stating that *the location should afford maximum accessibility to agencies and persons directly involved*. Finding that the recommended site was too expensive and far exceeded the financial allotment for the project, decision-makers selected a site that was on city-owned land, about an hour and fifteen minutes driving time away from the courts. The following hardships have resulted:

- wasted time on the part of officials, attorneys and others who must interview prisoners
- excessive movement of detainees to and from courts
- delay in making important decisions
- increased time persons must be confined in detention status
- high cost in transportation of defendants
- high cost in Detention Center operation

As the report states:

When it is recognized that some 20,000 commitments are made to the Detention Center a year and that there are approximately 60,000 individual movements of detentioners, the processing of persons into and out of the institutions is extremely high. Many persons are released on bail or on their own recognizance within hours or a day after being committed. Others are returned to the courts to confer with lawyers. The Bail Bond Project must send representatives to the Detention Center to confer with the accused, thereby delaying the decision process. Probation officers who must interview convicted but unsentenced persons for presentence report purposes must make time-consuming trips to the Center. Court hearings and trials have been delayed because of transportation breakdowns. The unavailability of the accused at or near the courts has resulted in delays at all stages of the judicial process and consequently in longer than necessary confinement of the accused.

CAPACITY

The Advisory Committee had recommended a capacity of 900 for the institution. This figure was based on a complicated statistical analysis of the 1956 population of detentionees in Philadelphia. In reaching this estimate, the committee had made several assumptions about the possible changes and reforms in judicial processes which would undoubtedly affect future population size. When the bids for the projects were received, the capacity was lowered to 792 by decision-makers. By doing this, they eliminated the planned women's detention wing. But, as the report states, "even a capacity of 900 would have been too low to accommodate the population on hand when the institution opened in 1963 and far too low for the March 1, 1968 detainee population of 1,628." According to the report, much of this oversized population is the result of longer periods in confinement which have been brought about by poor location and by recently adopted safeguards in the processing of defendants. Certainly, the slow and cumbersome administration of justice by overloaded courts has also been a factor in lengthening periods of confinement before disposition. In its recommendations, the committee had not sufficiently focused on the center as part of the larger system of criminal justice. As the report states, this tendency to limit the scope of planning is widespread.

> One of the major deficiencies in the field of criminal justice and corrections has been that in administration, planning and research, almost entire consideration has been limited to segments or subprograms, overlooking the interrelationships to which attention must be given if the entire system, of which an agency is a part, is to operate effectively and efficiently. A failure in one part of the system may have disastrous influences on other parts, and upon the entire system.

HOUSING QUARTERS

The committee had recommended that a ratio of 70 percent dormitory space and 30 percent individual cells or rooms be constructed. The constructed building now has a total capacity of 792 with dormitory for 576 (72.7%) compared to cell capacity of 216 (27.3%). According to the report:

> The high ratio of dormitory to cell space is the aspect of the physical plant most criticized by the City Prison Administration. It is stated that this situation creates administrative, supervisory, security and maintenance problems. The Administration would much prefer a reversed ratio of dormitory-cell capacity, i.e., 30 percent dormitory and 70 percent cells.
>
> Since jails and detention centers confine populations, the security risks and supervisory requirements of which are virtually unknown at the time inmates are received, it is generally considered that they require a high proportion of single cells or rooms. In some large cities a rather high proportion of commitments are made for such minor offenses as drunkenness, idle and disorderly conduct, vagrancy, etc., while these groups are relatively small in the Philadelphia Detention Center population, and commitments on charges of robbery, burglary and assaults are relatively high. This fact also argues for a higher percentage of cells.
>
> [The presence of a great deal of dormitory space] does mean that the institution staff needs to learn as much about the offender as possible, immediately after admission, that care be exercised in making quarters assignments, and that supervision be especially alert.

Other deficiencies are now apparent in the institution which might have been avoided in the planning stages. Some of these are listed briefly below:

- Location of Visiting Room. Inmates must walk through hospital section to reach it. No general traffic should pass through the hospital area.
- Location of Day Rooms. Day rooms adjacent to the dormitory section are on an upper floor and cannot be supervised by the officer who is stationed to supervise the dormitory. Officer supervision time is therefore wasted.
- Dormitory Supervision. Although the officer's station for dorm and cell block supervision is located at a split level to permit visual supervision of both floors, solid panels were installed on the upper area on the first floor dorms which block the officer's view of the far side of the dorm. Also, solid glass paneling was installed in the officer's cage in the dormitory and cell blocks. This prevents the officer from communicating with inmates. It also prevents cross-ventilation.
- Personnel Dining Room. High noise levels and humidity make it the most unpleasant room in the institution.
- Commissary. Location at the extreme end of a corridor makes visual supervision from the control room difficult.
- Light and Loud Speaker Fixtures. Both types of fixtures can be easily dismantled and used as a place to conceal contraband.

Naturally, careful planning also resulted in some well-designed and successful facilities. Some of these are:

- Dining room and Kitchen. This facility is quite attractive. The dining room uses cafeteria-style service and four-man tables. The kitchen is large, well-equipped and equipment is well-spaced.
- Auditorium-Gymnasium. This facility is highly unusual for a jail or detention facility. It is used for basketball and other sports, motion pictures, Protestant religious services and occasional special shows.

The study concluded with a number of recommendations which dealt specifically with the deficiencies which appeared in spite of the planning effort. Some of these recommendations are shown below.

1. FACILITIES BE PROVIDED IN THE PROPOSED NEW COURT BUILDING FOR PHILADELPHIA FOR PERSONS WHO ARE TO BE DETAINED FOR ONLY SHORT PERIODS AND FOR PERSONS ON WHOM IMMEDIATE ACTION IS TO BE TAKEN.

   Such a facility would reduce the high rate of turnover at the Detention Center, reduce the transportation load between the courts and the Detention Center, as well as expedite interviews, speed the process of justice and therefore save both time of persons concerned as well as money. Defendants on whom action is minimal and who must remain in detention for longer periods would be confined at the Detention Center.

2. FACILITIES BE REMODELED OR ENGINEERING STUDIES MADE AS SUGGESTED BELOW.
   - Replacement of all top interior panels of first floor dormitories with detention screen to permit visual supervision and ventilation.
   - Consider removal of glass in officers' cages and substitute with detention screen to permit hearing and ventilation.
   - Have engineering study made of personnel dining room to reduce noise and humidity.
   - Have engineering study consider improved lighting and loudspeaker facilities to eliminate possible hiding of contraband in them.

3. IN CASES IN WHICH THE PREVIOUS CRIMINAL RECORD OF DETENTIONERS IS NOT REGULARLY RECEIVED WHEN DETENTIONERS ARE COMMITTED, ARRANGEMENTS BE MADE TO OBTAIN THIS AND OTHER AVAILABLE PERTINENT INFORMATION.
   - This should be done to make this data available in order that medical, psychiatric, custodial or other problems can be identified and properly handled.

4. A STATISTICAL SYSTEM BE DEVISED WHEREBY THE ADMINISTRATIVE JUDGE, THE COURT ADMINISTRATOR, AND THE DISTRICT ATTORNEY'S OFFICE MAY BE ADVISED *WEEKLY* OF THE STATUS OF EACH PERSON IN DETENTION.
   - This is an attempt to shorten unnecessary detention time and insure that persons do not become lost in the criminal justice process.

5. IN THE EVENT THE CAPACITY OF THE DETENTION CENTER IS INCREASED IN THE FUTURE, THE ADDITIONAL CAPACITY BE COMPRISED OF INDIVIDUAL CELLS.

COMMENTS

The largest error which appeared when the Philadelphia Detention Center was built was the choice of the location. It is apparent, however, that the planning committee had foreseen that the site which was chosen would be a poor one. Other considerations had entered into the decision, the largest of which was the pressure to save money, appease taxpayers and use a site already owned by the city. Naturally, as the report shows, this has proved to be a classic example of a "false economy." Adjusting to this poor location has, and will continue to be, an expensive and wasteful proposition.

An error which *can* be directly attributed to the planning committee is the choice of a 70%-30% dormitory to cell ratio. The report points out that the committee had been aware that many of the people who would be committed to this institution would be security risks, charged with serious offenses which often involve assaults. This fact, along with the well-known fact that personnel in detention centers and jails generally do not know the security risks and supervisory requirements of a large number of the people brought there, should have been a clear indication to the planning committee that, in spite of increased costs, the cell-dormitory ratio should have favored a larger number of cells than dormitories.

Another mistake attributed to planners and decision-makers was the miscalculation of what size the future jail population would be. Planners had made some attempts to calculate how jail programs would affect the size of the population and had made a number of rather optimistic projections of a greatly reduced population. Compounding this error, decision-makers further reduced the capacity because of financial concerns. Although generally considered an error of the planning committee, this is the type of mistake which will continue to occur as long as correctional planners fail to see each new facility as a part of a larger system of criminal justice in which failures of one part of the system can directly and adversely affect the other parts.

CONCLUSION

The numerous planning deficiencies which became apparent once the center was constructed—poor floor plan, poorly designed light and loudspeaker fixtures, etc.—are quite typical of the kinds of errors which occur time and again when new jail facilities are constructed. The causes for such deficiencies are many: overconcern with cutting costs, absence of professional consultant or specialist advice, inadequate review of architect and contractor plans, and lack of foresight are just a few. While no one person can be held responsible for such wasteful oversights, it is clear that more careful planning and closer supervision of building specifications could have avoided a significant number of these errors.

Even the most intensive and systematic planning process cannot guarantee the design of a perfect jail. However, when construction is preceded by a well-organized, well-supervised, and thorough planning phase, the possibility and extent of errors will be significantly reduced.

Jail planning is not a matter of simply drawing up plans and constructing a building. The real challenge of jail planning is in defining the role and function of the jail, assessing the jail's potential for meeting the needs of its prisoners and the community, and foreseeing how the jail should be prepared to meet the program needs and correctional trends of the future.

The jail administrator has an important role to play in the planning process. He must initiate the planning study, assist the planning group with many phases of its study, and then collaborate with the chosen architect in deciding on specifications. To do this effectively, and to implement the plan successfully, he must understand the complexities, the problems, and the strategies of the planning process. This chapter was not designed to teach the administrator how to plan a jail. It was designed to illustrate some of the problems which often occur in jail planning and to serve as a guideline and reference for a jail administrator who is, or will become, involved in the jail planning process.

- Evaluating the Existing Facility—Generating Community Support

The jail administrator is in the best position to point out the problems inherent in the existing jail, to compare these deficiencies to the future demands which will be placed on his jail, and to initiate a study to determine whether renovation or construction of a new jail should be planned. Such a study might well begin with a careful evaluation of *how well the existing facility is serving its stated purpose*. The following questions must be carefully explored and answered before a new jail can rationally be considered a necessity.

- *The jail as humane shelter*: does the jail meet the physical needs of prisoners with safe, adequate and sanitary housing?
  Can the facility be kept reasonably clean?
  Is the jail overcrowded and increasingly becoming more so?
  Are ventilation, plumbing and lighting adequate or are they only minimal?
- *The jail as a physical plant*: are floors, walls, plumbing, wiring, locks and heating equipment in good structural and functional condition? This type of evaluation can be done by architects and plant maintenance engineers.)
- *The jail as a security system*: Are security devices present and in good working order so that they provide safekeeping of prisoners in cells, visiting rooms, and elsewhere in the jail? (This type of evaluation can be done by correctional administrators with institution experience.)

The jail administrator who, upon examining these questions, sees a clear need for construction of a new jail or major renovation of the present one, can often do much to influence decision makers by generating community support for his proposal of a new or renovated jail. By enlisting the support of program volunteers who are well acquainted with the limitations of the present jail, speaking to groups of influential business and service groups, and distributing reports which underline the operating difficulties of the present facility, the administrator can be a force in initiating plans for building a new jail or remodeling the old one.

• The Planning Committee

Although the jail administrator may not be a member of the jail planning group, he will have an interest in knowing what people are generally chosen to serve on such committees and why these persons are chosen. In fact, he may be asked to suggest possible planning group members, and, perhaps, he may wish to use one or more of these persons as consultants. Below is a list of persons who are most likely to be chosen for planning groups.

City and County Planners: know future local building plans and are well acquainted with the area master plan. Their experiences as planners are valuable as a means of avoiding some of the basic pitfalls which can occur in planning.

Lower Court Judges: are able to answer questions about sentencing practices and correctional programs which may eventually affect the size of the jail and should be considered as major planning factors.

Probation Officers: can be an important source of information about correctional program trends and their eventual effect on the size of the jail being planned.

Educational Administrators: are valuable as possible contributors of programs and services to the jail. They are often consulted during the planning stages concerning space and personnel requirements for any educational programs which may be started in the facility in the future.

Hospital Administrators: can provide valuable planning information and assistance concerning establishment of health services in the jail or effective use of community medical resources.

Architects: can place realistic limits on building plans and advice on comparative costs of building size and materials.

Representatives of Charitable Services: are often consulted about their future program plans as they will affect the size and construction of the jail.

Community Leaders: community council chairmen, university sociologists, minority group leaders, etc. all have knowledge of the community and its problems and are usually valuable members of the planning group.

Former Prisoners: are sometimes used as consultants in planning groups because they have many valuable insights into the problems of jail construction and program planning.

- Defining the Role of the Jail

When a decision to plan a new jail has been made and a planning group chosen, careful attention should be given to *defining the role of the jail*. If the jail administrator does not do this, the planning group will do so and might overlook some important considerations. Certainly the most immediate issue to be decided is whether the jail is to be used for detention, for short-term confinement or for both, since the space and personnel requirements of each type are quite different. However, a more far-reaching issue to be decided by the administrator is the jail's new role for the future. Clearly he must think beyond the established notion of the jail as a warehouse used for storage and guarding of people. He must begin to look towards new programs and new correctional goals and he must outline these goals for the planning group. These new considerations, far from making the planning task easier, introduce a number of planning variables which make the process complex and difficult.

> One of the assumptions made in determining the size of the Philadelphia Detention Center was that many more arrested persons would be released on their own recognizance in the future than had been in the past. It was therefore determined that this program would substantially reduce the number of persons who, in the future, would be detained in jail. The capacity of the Center was based on a number of such assumptions. Now approximately 552 persons per year are, in fact, being released on their own recognizance. Unfortunately this number, although substantial, is still not large enough to balance other unforeseeable factors which are causing an increase in the total number of detainees.

The Philadelphia planners had realized that the jail is progressively shedding its "warehouse" role and gradually assuming a new role that is defined and influenced by new correctional programs. They were correct in assuming that implementation of new programs would have a considerable bearing on the type of facility that is planned. However they failed to foresee that the slowness of the courts and the inefficiencies of the administrative process would cause delays in granting release on recognizance privileges and would result in a large number of persons being detained for longer periods. Overcrowding has been the result; decreasing the population has been a pressing administrative problem.

• Defining Future Program Plans

The kinds of programs that are developed to implement the jail's newly emerging correctional role must be considered important planning factors. The jail administrator has a duty to inform the planning group of his future program plans and suggest ways in which these programs might affect the physical characteristics of the jail. On this page are several new programs which will undoubtedly arise out of the redefinition of the jail's role and may well affect the construction, procedures, and personnel requirements of the jail which is being planned.

SCREENING AND REFERRAL: prisoners who are physically ill, mentally ill, emotionally disturbed, or suffering from communicable disease can be referred to other agencies as a result of a routine screening process held in the jail. Jail population can be reduced if some of these persons—particularly the mentally ill—are diverted from the criminal justice system altogether.

USE OF PRETRIAL LIBERTY: this could consist of any or all of the following:

- release on own recognizance
- selective use of summons in place of arrest in certain offenses
- part-time detention (work release privileges)

SERVICES TO PRETRIAL DEFENDANTS: offering of optional diagnostic and social services provided through the auspices of the jail.

EXTENSION OF THE LIMITS OF CONFINEMENT: this could consist of any or all of the following:

- work release programs
- educational release
- job training release
- half-way houses

DIAGNOSIS AND CLASSIFICATION OF OFFENDERS: for use by the courts in sentencing—also for use in planning correctional programs for the jail.

COMMUNITY CORRECTIONAL CENTERS: the jail can be used to support other correctional programs. For instance, prisoners nearing the end of long prison terms may be brought to the jail where they can participate in work release programs, or be released during the day to seek employment.

DATA COLLECTION: the jail routinely gathers information which can be used to interpret crime trends, study ages and backgrounds of offenders, and identify areas in the community where social disorganization is beginning to appear.

The new jail must be planned with the capability of housing programs which are not feasible at the present time. The development of programs linked with community facilities such as schools, hospitals, and mental health clinics will give the jail a new function and a central place in the local correctional system. Two important factors to be considered during the planning process are

- programs require space and personnel if they are to be held in the jail
- some necessary resources may be available in the community and need not be developed in the jail

Any of the programs which were outlined on the previous page or in the previous chapter would undoubtedly add a new dimension to the planning for the jail and, in some instances, additional space requirements. However, other programs seem to suggest that use of the jail will be limited in the future and will produce a corresponding reduction in population size. The planning process thus becomes a complicated task in which future program possibilities are carefully weighed and considered and are incorporated into the overall plan for the jail. This type of planning can be seen in the following excerpt from a jail study which was recently completed.

> Rather than increase jail costs to provide proper services for the present and forecasted population, the population should be reduced by over two-thirds and the jail budget reduced by one-half.
>
> This would be accomplished by virtually complete diversion of the alcoholic ("common drunk") into a medical or public health program including a "detoxification center" and a comprehensive after-care program. The alcoholic now constitutes 50 percent of the jail population.
>
> The detention jail population, less drunks, could further be reduced by over 50 percent by two programs: (1) increased police use of citation or summons in-lieu-of misdemeanor arrests and (2) increased court use of release-on-own-recognizance.
>
> The sentenced offender population would be reduced nearly two-thirds—after drunk diversion—by a combination of two programs: (1) misdemeanant probation and (2) increased use of jail parole or sentence modification with after-care (probation type) services.

In one community, a planning group became fascinated by the prospect of building a series of work farms in the area for the purpose of keeping jail prisoners — sentenced and unsentenced — busy while in the custody of the jail. According to their plan, prisoners would not be paid for their work but would be "taught the value of hard work". The jail administrator recommended strongly against such a program, citing the following reasons:

- a newly adopted bail program was in effect
- plans for beginning a Work Release program at the the jail for prisoners were well underway
- a high percentage of the prisoner population was alcoholic and the county was building a detoxification center which would allow for diversion of arrested alcoholics to the county health program

In view of the future plans for correctional programs outlined by the jail administrator, do you think construction of the farm system would have been a good decision? What are the reasons for your answer?

Turn page to check your answer

Answer:

No. It is probable that when these correctional programs are instituted and working efficiently, there would be no further purpose for these farms. A large proportion of the prisoners would be diverted from the jail for treatment for alcoholism and many others would be *enrolled in the bail program* or in the Work Release program. In all probability, the county would be faced with a problem of what to do with these outmoded facilities and how to encourage funding of other, more progressive correctional programs.

◆ Providing Jail Population Information

At no time is the complexity of planning more evident than when making jail population projections. Many jails contribute to this already complex problem by poor data collection and inadequate record keeping. It is essential that the jail administrator, in order to make a meaningful contribution to the planning process, be able to *provide accurate population information concerning his jail.*

Basic population information should include the following:

POPULATION TRAFFIC

- the daily average count
- high and low admission rates
- seasonal population highs and lows

POPULATION CHARACTERISTICS

- age and sex of each offender
- kinds of offenses

When such information, accurately reported, is given to a planning group, a number of needs and considerations can be defined. For instance, if women and juveniles are among the offender population, the construction plans must include separation of these two groups from the adult male offender groups in spite of the resulting high supervisory costs. Also, if a high percentage of offenders always consists of older men arrested for drunkenness, it is probable that the construction of the building should reflect this. Likewise, if a large number of offenders are youthful and have been arrested for assaultive offenses, it is reasonable to believe that construction in the form of single cells and stricter security will be an important consideration.

Although population projections depend largely on the kinds of information discussed on the previous page, other figures are also necessary. For instance, community population projections, present and projected arrest rates, and present and projected crime rates are all important factors in the planning process. This type of data can be obtained from:

- the Bureau of the Census (present and projected community population figures)
- the Department of Justice (information on present and future arrest rates and types of offenses)
- population specialists at state universities.

Other factors such as police arrest policy, court sentencing practices and legislative actions may also have an enormous impact on the size of the jail population. The cause-and-effect relationship between the jail and other agencies makes population forecasting a highly complex matter in which it is frustratingly easy to make a miscalculation.

The case of the Philadelphia Detention Center is a particularly graphic example of how difficult it is to predict the size of the jail population because of the vast influence of other agencies within the criminal justice system. The Philadelphia report mentioned that pre-sentence reports are being requested by the courts. The result of this has been longer periods of pre-sentence confinement. Likewise, the report cites another change which has occurred that has directly affected the size of the jail population:

> Rule 116 provides that when a defendant has been arrested and produced at preliminary arraignment, he shall not be questioned respecting the offense charges, but shall have the complaint read and explained to him, informed of his right to secure counsel and his right to have a preliminary hearing or to waive it. When a preliminary hearing is not waived, the issuing authority shall fix a day and hour for preliminary hearing.
>
> Figures for a recent month show that a further hearing requires on average an additional 6.6 days and the sample showed that there were an average of 2.2 further hearings per case. This Rule, therefore, in a move to protect the defendant by not permitting a summary disposition of a case when arraigned, has resulted in longer stays in jail pending disposition than previously. Before the Rule was adopted, magistrates frequently disposed of a case at the time of preliminary arraignment.

• Making Recommendations to Planners

Aside from the program plans which can strongly influence jail planning, a number of other factors also deserve careful consideration by the planning group. The jail administrator, who is often best equipped to make recommendations in these areas, should give each factor serious thought so that he will be able to make important and convincing recommendations to the planning group.

The unfortunate site selection of the Philadelphia Detention Center is a compelling example of the importance of *location* to the eventual effectiveness of the institution that is planned. You may recall some of the unfortunate side effects which resulted when a site was chosen which was an hour and fifteen minutes' driving time from the courts.

- waste of time by officials, attorneys and others
- excessive movement of detainers
- delay in making of important decisions
- increased detention time for accused persons
- high transportation costs for the county
- high costs in Detention Center operation

After four years of use, it became apparent that only construction of holding cells in the courthouse could eliminate some of the problems involved with processing persons who are detained for only short periods or on whom immediate action is to be taken. Surely the additional expense of providing another facility in the courthouse, coupled with the expense and wasted time described above should stand as an example to planning groups who are unwilling to spend money initially for a site which, although expensive, has been chosen in strict accordance with the correctional goals of the institution, its administrator, and all the related agencies with which the institution must cooperate.

The planning group will also be in a position to make decisions concerning the administrative requirements of the jail such as

- type of housing units
- dining arrangements
- recreation facilities
- visiting arrangements
- cell utilities
- administrative space

In such matters, the jail administrator has a responsibility to work closely with the planning group and to make recommendations concerning the details of these facilities which will ensure the best possible arrangement for his jail. The administrator might do well to consider his recommendations in the following light:

HOUSING UNITS: a combination of cells and dormitories provides the flexibility necessary in the jail. There is no formula which can be used to provide an accurate ratio of cells to dorms, however the experience of the Philadelphia Center seems to show that the ratio of 30 percent cells to 70 percent dormitories is far from ideal. In fact, a review of the four-year report reveals that the more desirable ratio in terms of administration, supervision, security and maintenance for this short-term institution would be 30 percent dormitories and 70 percent cells.

DINING ARRANGEMENTS: if a dining room is desirable, the decision to have one should be made when the plans are being drawn, not after the facility has been built. Addition of such a facility is nearly impossible at a later date. When considering whether to recommend a dining room arrangement or use of the food cart-cell arrangement, the following variables must be considered:

- security needs of the population
- supervisory requirements
- comparative costs

RECREATION FACILITIES: consideration should be given to recommending construction of a recreation yard, dayrooms and an auditorium. The *minimum* requirement for a new jail is the installation of dayrooms. In the Philadelphia Center, although an outdoor recreation yard was provided, not enough planning had preceded its construction and the area is muddy, semi-flooded and unuseable for a good portion of the year. An easy remedy would be installation of a black-top surface to eliminate this unforeseen problem.

VISITING: consideration should be given to installation of more than one type of visiting facility. For instance, if sentenced and unsentenced prisoners are to be held there, both maximum and minimum security visiting arrangements should be recommended to the planning group.

CELL UTILITIES: hot water and light that is adequate for reading must be recommended and planned for each cell.

ADMINISTRATIVE SPACE: the jail administrator should provide recommendations concerning the total area needed for office space, locker facilities for employees, parking space, training space, etc.

- Working with Consultants and Architects

This section has described a number of ways in which advice and recommendations of the jail administrator are invaluable to the planning group. Since his recommendations are so important, it is quite possible that he will need expert advice in assembling such things as population studies and future correctional program plans to submit to the planning group.

If this is the case, the jail administrator must be sure that he uses the services of a consultant effectively. Highly technical and intensive reports are of no consequence unless they deal directly with the needs of the particular jail in a particular community. When using a consultant, the jail administrator should:

- Clearly identify the consultant's task; when the consultant is not aware of the problems or issues to be studied, his information is likely to be irrelevant.
- Supply all relevant information about the jail to the consultant; if the consultant is unaware of specific facts about the jail, he may make recommendations which cannot be implemented because of limited resources.
- Ask the consultant to document his recommendations; this can eliminate the possibility of receiving a consultant report which is based on personal biases of the consultant rather than on the realities of the situation.

Once the planning group has completed its recommendations, an important task for the jail administrator will be *working with the chosen architect* to prepare building specifications. Writing specifications involves making a number of decisions which include:

- deciding the type of steel to be used
- deciding on types of locking and other security devices to be used and where
- planning arrangements of interior layout

No jail administrator can be considered an expert in these matters. Although he may have a number of excellent ideas, he should not hesitate to contact the American Correctional Association, the Bureau of Prisons, or the Law Enforcement Assistance Administration (LEAA) and ask for the name of a consultant who can advise him concerning these important matters. In any case, he should not accept the advice of consultants who are employed by steel companies and other companies with a vested interest in the decisions that will be made concerning building specifications.

The jail administrator, with his knowledge of administrative problems and program needs, the correctional specialist with his knowledge of technical requirements for the jail, and the professional architect can work together effectively to plan a jail interior that is as free of planning errors as possible. You may recall some of the interior planning errors which appeared in the Philadelphia Center in spite of the extensive planning effort. See if you can list some of these errors below.

Turn page to check your answers . . .

Answer:

- Visiting room located so that inmates are required to pass through hospital section to reach it
- Dayrooms located on an upper floor necessitating use of additional officer—other than officer supervising dormitory—to supervise it
- Solid panels installed on upper area of first floor dormitories which block vision from officers' station to back of dormitory
- Unpleasant, noisy, and humid officers' dining room
- Poorly located commissary
- Poorly chosen light and loud speaker fixtures
- Glass paneling which prevents cross ventilation and prohibits communication between officers in station and inmates

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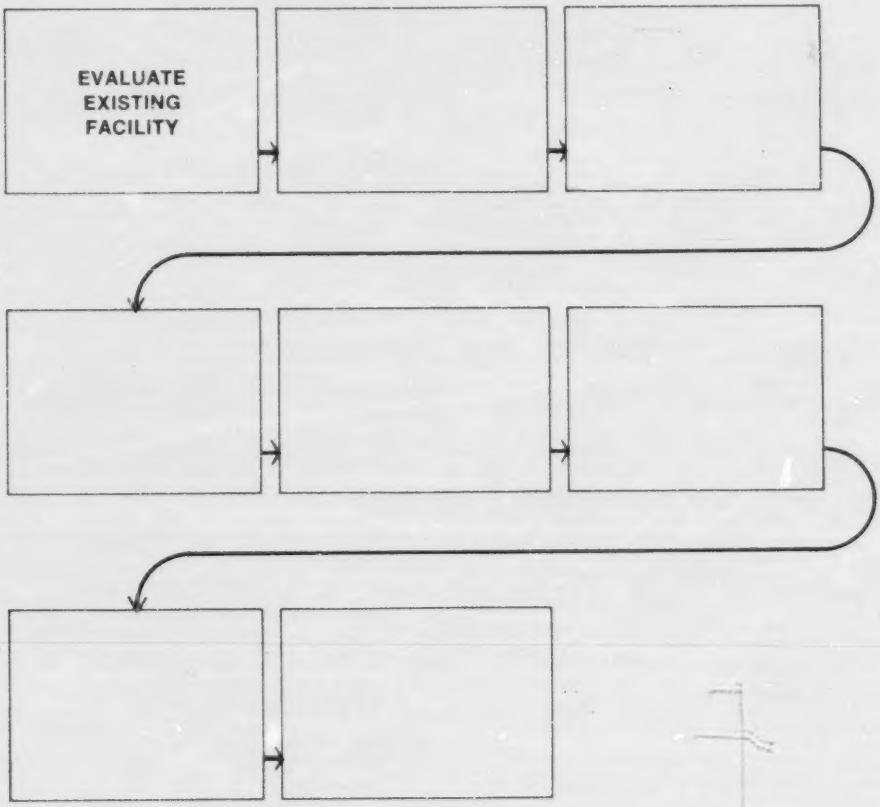
It is well known that planning errors often occur in newly built jails even when the jail administrator, architect and planners have worked hard to eliminate possible errors. Some of the more common among these are:

- Lack of privacy in female and juvenile housing (traffic flow to and from male housing often passes by these sections)
- Poorly located and poorly constructed holding cells
- Poorly located or nonexistent guard corridors
- Rough concrete finish on floors which makes cleaning difficult
- Lack of emergency power source for operating lights and electric locks
- Absence of exterior windows or use of decorative brick latticework blocking large portions of exterior windows
- Lack of storage facilities for cleaning equipment and supplies
- Improper ventilation for expelling any gas used during jail disturbances (in one city a jail is on two floors of a seven story building and shares an air conditioning system with all other units in the building, any gas or smoke from the jail would contaminate the whole building)

Note:

When involved in planning a jail it would make good sense to use this page as a checklist to avoid the more obvious errors.

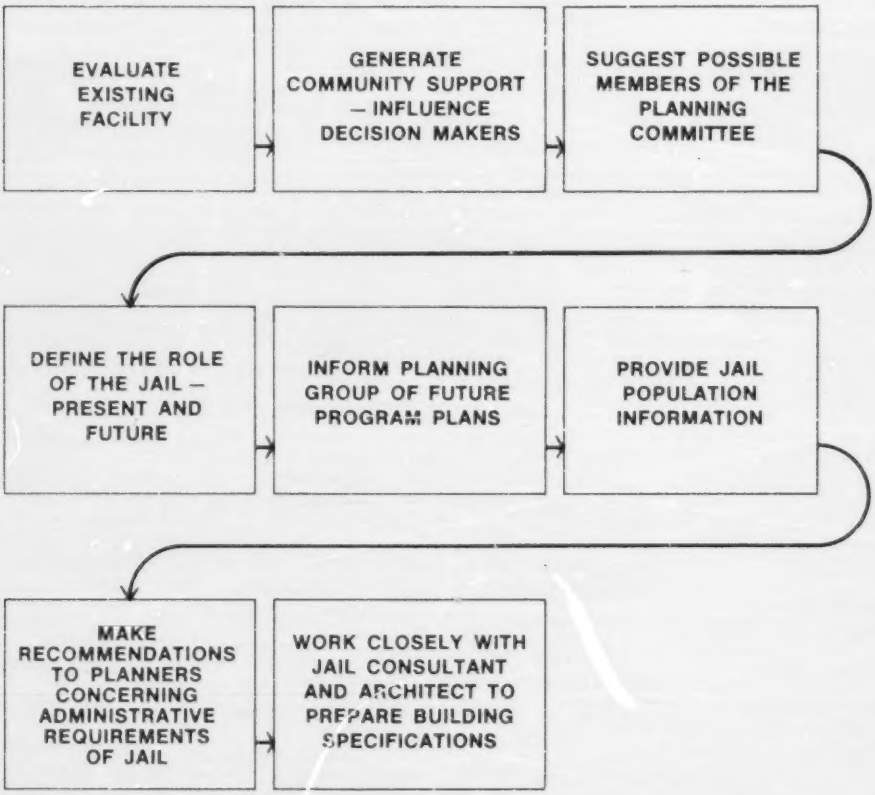
This chapter has outlined the responsibilities of the jail administrator as they should occur in the jail planning process. Review the chapter and, each time you recognize a new phase of the administrator's involvement in the planning process, list it briefly in the flow chart below. The first phase has already been filled in; see if you can complete the rest of the chart.



When you have completed the chart, compare it with the one shown on the next page.

Answer:

The following is a flow chart which represents the responsibilities of the jail administrator as they occur in the planning process.


EVALUATE EXISTING FACILITY
GENERATE COMMUNITY SUPPORT – INFLUENCE DECISION MAKERS
SUGGEST POSSIBLE MEMBERS OF THE PLANNING COMMITTEE
DEFINE THE ROLE OF THE JAIL – PRESENT AND FUTURE
INFORM PLANNING GROUP OF FUTURE PROGRAM PLANS
PROVIDE JAIL POPULATION INFORMATION
MAKE RECOMMENDATIONS TO PLANNERS CONCERNING ADMINISTRATIVE REQUIREMENTS OF JAIL
WORK CLOSELY WITH JAIL CONSULTANT AND ARCHITECT TO PREPARE BUILDING SPECIFICATIONS

IN SUMMARY

Although there may be dozens of persons involved in planning a new or remodeled jail, it is the jail administrator who is, in many ways, central to the planning operations. His role is varied and important.

- Often he must find community support for and initiate a wholesale evaluation of the existing jail facility with a view towards change and improvement.
- In some cases he may be responsible for appointing or suggesting qualified members of the planning group.
- He must direct the planning effort by defining the present and the newly emerging role of the jail for the planning group, outlining his correctional program goals for the future.
- He must supply valuable information concerning his jail to the planning group which must decide on such matters as jail capacity and security needs.
- He must focus planning energies on avoidance of the mistakes of the past and make recommendations based on his experience and the experience of others who are well-qualified to make instructive recommendations.
- He must work closely with specialists who are chosen to assist in the planning study and recommendations and he must devote thought and energy to assisting the architect in drawing up plans for a well-conceived and efficient jail facility.

FINAL EXAMINATION FOR A COURSE IN JAIL MANAGEMENT

Instructions: The questions below are based on the study course you have just completed. Please read each question carefully. Indicate your answer on the Response Sheet by placing an 'X' in the appropriate box or boxes next to the number of the question you are answering. The Response Sheet is located at the end of this examination. Note that there may be more than one answer to some of the questions. When you have completed the test, return the Response Sheet only to:

U.S. Bureau of Prisons
Community Services Division
101 Indiana Avenue, N.W.
Washington, D.C. 20534

1. The jailer's legal obligation to look after the general welfare of the prisoners includes:

   A. Treating all prisoners alike
   B. Protecting a prisoner from injury by fellow prisoners
   C. Protecting the prisoner from injury to himself
   D. Protecting prisoners from negligent or intentional harm by sheriffs, jailers and deputies
   E. Providing full and open communication with the outside world

2. Listed below are several objectives of jail correctional programs. Identify those which contain clearly defined behaviors.

   A. After participating in the literary program for six months the prisoner who is a non-reader will be able to read simple sentences containing fourth grade vocabulary.
   B. Upon completion of this course the participating prisoner will have a greater understanding of the principles of management.
   C. This program will help prisoners appreciate what the community can offer them.
   D. Upon completion of the training program the participating prisoner will be ready for work.
   E. Upon completion of this phase of the program each participating prisoner will be able to give a permanent without harming in any way the person receiving it.

3. Which of the following are more important factors in maintaining job satisfaction than an increase in pay?

   A. The opportunity for advancement
   B. Little or no responsibility for the job being done
   C. Recognition for good performance by supervisors and fellow workers
   D. The opportunity to perform just one task day after day rather than performing tasks which vary

4. The jail administrator, architect and planner try to eliminate possible errors in planning the interior of a new jail. Some of the common errors which frequently occur in spite of good planning include:

   A. Lack of laundry facilities
   B. Lack of guard corridors
   C. Too many exterior windows
   D. Lack of privacy in female and juvenile housing (traffic to and from male housing often goes through these sections)
   E. Improper ventilation for expelling gas during jail disturbances
   F. Rough concrete finish on floors which makes cleaning difficult

5. Which of the following actions could cause legal procedures against a jail administrator?

   A. Forcing prisoners to have haircuts
   B. Overlooking a requirement for admitting a prisoner to jail
   C. Weekly review of all prisoners in isolation
   D. Permitting an officer who reports a serious infraction of rules to be involved in determining the guilt and punishment of the prisoner
   E. Allowing the regular use of washing and bathing facilities outside of cells

6. Which of the following are characteristic of a program budget and not of the line item budget or the performance budget?

   A. It permits strict control of spending, since deviations from specified categories are almost impossible to make.
   B. It permits the cost of each activity which cuts across several divisions or bureaus to be summarized.
   C. It requires planning for only one year beyond the present fiscal period.
   D. It encourages planning for the future and the projection of costs at least three years beyond the present fiscal period.
   E. It requires that goals of programs be stated in measurable terms.

7. Identify the steps which the jail administrator should take in the process of developing a jail correctional program.

   A. Analyze the needs of the jail population, and define objectives for the program in terms of those needs.
   B. Find out what jail programs have been successful and develop similar programs.
   C. Ask the prisoners what they would like to do.
   D. Select a program which meets some of the needs of the jail.
   E. Determine the amount of money available and select a program to fit that amount.
   F. Implement the program and evaluate the results.

8. Select the statement which describes the role of the jail administrator in the planning of a new jail or of renovations of the existing facility.

   A. The jail administrator alone plans the new jail or the renovation of the present jail.
   B. The jail administrator, since he is the person with the most knowledge about jails, is the most important member of the planning committee and usually its chairman.
   C. The jail administrator initiates the planning study, coordinates the efforts of various groups, and acts as consultant to the planning committee and architects.
   D. The jail administrator, although he may not be a member of the planning committee, appoints its members and approves its final report.

9. Which of the following questions should the jail administrator consider in evaluating activities during the program review and analysis of the program budget?

   A. What objectives were planned?
   B. What objectives were accomplished?
   C. How much will the activity cost, in exact figures?
   D. If the objectives have not been fulfilled, why not?
   E. Can the activity be continued with the usual budget increment?
   F. How will these findings affect planning for future activities?

10. A jail administrator wants to implement a program which he has determined meets the needs of his jail population; however, the funds budgeted for this are inadequate. Which of the following are the best sources of information concerning existing agencies and services which might assist him in carrying out his program?

    A. The probation department
    B. The director of finance for the local government
    C. The official Community Health, Welfare and Education Resources Directory
    D. The local welfare department
    E. The mayor, city manager or other top executive in the local government

11. You have been reviewing your jail operation to determine ways of improving the community relations program. At this time you have considered discontinuing mail censorship and liberalizing visiting hours, neither of which you have determined will jeopardize jail safety and security. Which of the following best explains why this will or will not improve community relations in view of the facts known about the effects of censorship and liberalizing visiting hours?

    A. It will not improve community relations because prisoners already have too many privileges without more visiting hours and it gives them more time to plan escapes with outside help.
    B. Censorship of mail places barriers between prisoners and their families which hinder correctional goals; therefore, elimination of censorship would remove these barriers and permit more communication with families and friends which could improve community relations.
    C. Censorship prevents the planning of future criminal activities; therefore, removal of censorship will not improve community relations because the community suffers when crimes are committed.
    D. Censorship of mail and few visiting hours decrease the opportunities for prisoners to receive contraband which can help in escapes; therefore, elimination of censorship and liberalizing visiting hours will not improve community relations.

12. Sheriff Dunbar has been concerned about the conditions of his jail for some time. There has been an increase in the jail population which indicates to him that the jail should be enlarged. A week ago he was visited by a consultant from a steel company who helpfully surveyed the jail, and then recommended that he get a new jail and gave him some cost figures. What should Sheriff Dunbar do next?

    A. The sheriff should forget the recommendations of the consultant since he is employed by a steel company, and should initiate a study to evaluate the present facility in terms of its ability to meet present goals and future demands and to make recommendations concerning the type of change needed, if any.
    B. The sheriff should accept the advice of this consultant because he is from a steel company and knows about building jails, and he should take it to the county governing board immediately.
    C. The opinion of one man is not enough; therefore, the sheriff should ask the opinion of two or three other experts and present all their opinions to the county governing board.
    D. The consultant obviously knows his business but the sheriff should get other bids and take them all to the county governing board.

13. Sheriff Wilson consistently refuses to make any exceptions for attorney visits and insists that they conform to regular visiting hours. Some attorneys have complained to him that this policy is causing undue hardship to them and their clients. Today an attorney appeared at the jail at 6:00 p.m. and asked to visit with Prisoner Scott. At this time of evening the prisoners have been fed and counted. The jail does not have any evening activities; it is understaffed; and the prisoner is not an escape risk. Should the sheriff permit the visit?

    A. No. The attorney can recognize and respect the rules.
    B. Yes. There are no activities that interfere with the visit and supervision could be arranged.
    C. No. Permitting a prisoner out of his cell at this time of night is dangerous.
    D. Yes. This is an area of administrative discretion; however, the attorney-client relationship implies the right to confidential visits and communication, and this visit might be of this nature.

14. Prisoner Alberts suffered what apparently was a heart attack in his cell during the evening. It required a locksmith to get the door open because the key was worn and would not turn the lock. By the time the cell door was opened Prisoner Alberts was dead. What steps should have been taken to prevent this incident?

    A. A medical exam at the time of admission which would have disclosed his condition
    B. Routine installation of new locks every two years
    C. A duplicate key system, key and lock inspection, a reporting system, and a review of reports
    D. An established procedures for responding to medical emergencies

15. Sheriff Green has surveyed his jail population and has found that a group of prisoners show promise of being successful participants in an Educational Release Program. He is eager to enlist community support for his program. Which of the following would be most effective in gaining community support?

    A. Identify groups of people with a common interest in the long range economic soundness of such a program and make a speech containing facts and figures concerning earning capability of skilled versus unskilled labor, effects of this earning capability on the community, and the cost of having these programs in the jail versus outside the jail.
    B. Arrange a tour of the jail for persons who have a common interest in raising the educational level of the community. The sheriff as guide would point out the waste of human resources evident in the jail and propose an Educational Release Program as a cure for some of it.
    C. Distribute pamphlets concerning Educational Release Programs to the news media and when they show interest hold a news conference explaining the proposed program.
    D. Go ahead with the program, and when word leaks out about it and people ask questions, then answer them.

16. Prisoner Arnold has requested permission to purchase a law book from the publisher and has the funds for it. Which of the following decisions would be appropriate action and in keeping with the Bureau of Prison's policy concerning legal resource material for federal jails.

    A. Suggest that he hire an attorney to help him.
    B. Approve the request since he has the funds available.
    C. Deny the request for he has no appeal pending.
    D. Deny the request because of rumors that the prisoner is doing legal work for other prisoners.

17. Sheriff Tate has developed an excellent relationship with reporter Joe Brooks. Yesterday he took Brooks through the jail for an inside story about an escape that had occurred that morning. Other news media were not notified until noon. As usual Joe Brooks wrote an excellent story, much of it favorable to Sheriff Tate. Which statement best describes Sheriff Tate's behavior?

    A. Poor press relations. He should not favor one reporter over another.
    B. Poor policy. It is not good practice to become friendly with reporters.
    C. Good press relations. Because he had a sympathetic reporter, he was given favorable publicity.
    D. Good policy. He saw to it that one reporter obtained accurate information to publish.

18. The jail administrator can obtain information concerning jail and community correctional programs from:

    A. The Bureau of Prisons
    B. The Department of Justice
    C. The Law Enforcement Assistance Agency
    D. Community Resources Director

19. A group of citizens wishing to show community interest in the jail have been asking that prisoners be allowed to receive food and clothing parcels from visitors. They have used the arguments that food parcels will provide a valuable supplement to the jail's diet, and that wearing street clothes would place less stigma on the prisoners and raise morale. Sheriff Bangs has studied his jail population and has found no morale problems. However, he has a drug addict and several alcoholics among the prisoners. He is against changing his policy which permits no food and clothing parcels. Which of the following arguments could he use in defending his position?

    A. Research shows that in spite of careful checking of packages contraband is brought into the jail in these parcels a countless number of times.
    B. The laundering of street clothing is easier for the jails to do than for the family.
    C. The responsibility for providing a balanced diet for the prisoners belongs to the local government and jail administrator, not the prisoner's family.
    D. Uniform clothing should be used in jail to reduce the possibility of escape.
    E. When the prisoner committed the crime, he gave up his rights to special considerations.

20. The jail has admitted a prisoner who is accused of a double murder, community interest is high and all the news media are insisting on interviews with the jail administrator and the accused. The jail is small and does not have facilities for many reporters. Which of the following actions should the jail administrator take in order to carry out his major task in this situation?

    A. Permit no interviews with the prisoner, but meet with the reporters outside the jail for a press conference.
    B. Permit a few reporters in the jail at one time to interview the prisoner, until all have had interviews.
    C. Ask the reporters to select representatives to conduct interviews with both the administrator and the prisoner.
    D. Ask the reporters to select a representative to conduct interviews with the administrator. Permit no interviews with the prisoner unless he agrees and is accompanied during the interview by his attorney.

FINAL EXAMINATION FOR A COURSE
IN JAIL MANAGEMENT

RESPONSE SHEET

DATE: _____ / _____ / _____
MO DAY YEAR

NAME: _____
LAST FIRST MIDDLE INITIAL

BIRTH DATE: _____ / _____ / _____
MO DAY YEAR

HOME ADDRESS: _____
STREET OR BOX NO

_____
CITY/TOWN STATE ZIP CODE

PLACE OF EMPLOYMENT: _____
NAME

_____
STREET OR BOX NO

_____
CITY/TOWN STATE ZIP CODE

INMATE CAPACITY OF FACILITY: _____

POSITION TITLE: _____

YEARS OF EXPERIENCE IN CORRECTIONAL FIELD: _____

CIRCLE LAST GRADE COMPLETED:

PRE-HIGH SCHOOL	HIGH SCHOOL	COLLEGE
3 4 5 6 7 8	9 10 11 12	1 2 3 4 5 6

RESPONSE 1

INSTRUCTIONS: Put an X in the appropriate box or boxes, next to the number of the question being answered.

1.	A ☐	B ☐	C ☐	D ☐	E ☐	
2.	A ☐	B ☐	C ☐	D ☐	E ☐	
3.	A ☐	B ☐	C ☐	D ☐		
4.	A ☐	B ☐	C ☐	D ☐	E ☐	F ☐
5.	A ☐	B ☐	C ☐	D ☐	E ☐	
6.	A ☐	B ☐	C ☐	D ☐	E ☐	
7.	A ☐	B ☐	C ☐	D ☐	E ☐	F ☐
8.	A ☐	B ☐	C ☐	D ☐		
9.	A ☐	B ☐	C ☐	D ☐	E ☐	F ☐
10.	A ☐	B ☐	C ☐	D ☐	E ☐	
11.	A ☐	B ☐	C ☐	D ☐		
12.	A ☐	B ☐	C ☐	D ☐		
13.	A ☐	B ☐	C ☐	D ☐		
14.	A ☐	B ☐	C ☐	D ☐		
15.	A ☐	B ☐	C ☐	D ☐		
16.	A ☐	B ☐	C ☐	D ☐		
17.	A ☐	B ☐	C ☐	D ☐		
18.	A ☐	B ☐	C ☐	D ☐		
19.	A ☐	B ☐	C ☐	D ☐	E ☐	
20.	A ☐	B ☐	C ☐	D ☐		

RESPONSE 2

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